

November 10, 2003 CPC



SUBSTANTIAL ACCORD REVIEW

04PD0158

Chesterfield County Public Schools

Clover Hill Magisterial District
13900 Hull Street Road

REQUEST: Substantial Accord review for a proposed public facility (conversion of high school to a middle school).

PROPOSED LAND USE:

Conversion of Clover Hill High School to a public middle school is planned.

RECOMMENDATION

Recommend approval for the following reasons:

- A. The request complies with the Public Facilities Plan. While the Plan does not specifically identify the need for additional middle school facilities until 2015, for the period between 2000-2015 the Plan suggest redistricting attendance to balance demand versus capacity within the area of this request. Capacities do not exist to accommodate redistricting within the area, thereby negating it as a viable option to a new facility. The locational criteria in the Plan provide for additional facilities if capacity does not exist.
- B. The facility, at the requested location, meets locational criteria for middle schools as suggested by the Plan.

CONDITIONS

- 1. Recreational Facility Setbacks. The following setback criteria shall apply to any new outdoor play fields, courts, swimming pools and similar active recreational areas:

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- a. Outdoor play fields, courts, swimming pools and similar active recreational areas shall be located a minimum of 100 feet from adjacent properties zoned for agricultural or residential use and a minimum of fifty (50) feet from any proposed public road(s). Within these setbacks, existing vegetation shall be supplemented, where necessary, with landscaping or other devices designed to achieve the buffering standards contained in Section 19-522(a)(2) of the Zoning Ordinance.
 - b. If new outdoor play fields, courts, swimming pools and similar active recreational areas are set back more than 100 feet from adjacent property zoned agriculturally or residentially and more than fifty (50) feet from any proposed public road(s), the landscaping or other design features described in Condition 1.a. may be modified by the Planning Department at the time of site plan review. Such modification shall accomplish a mitigation of the visual and noise impacts that sports or related activities have on adjacent properties equivalent to the 100 foot/fifty (50) foot setback/landscaping requirements described in Condition 1.a.
 - c. The 100 foot setback described in Condition 1.a. may be reduced by the Planning Commission if the resulting increased visual and noise impacts that sports or related activities have on area residences are mitigated. Mitigation may be achieved through the use of topography, fencing, berming, walls and/or other devices and design features, as approved by the Planning Commission at the time of site plan review. (P)
2. With the exception of buffers and setbacks for play fields, courts, swimming pools, and similar active recreational areas, development of the property shall conform to the development standards of the Zoning Ordinance for Corporate Office (O-2) Districts in Emerging Growth Areas. (P)

(NOTE: The requirements of the underlying Residential (R-7) zoning classification, where these requirements exceed the requirements of the Ordinance for O-2 Districts in Emerging Growth Areas, remain applicable for any development on the property.)

GENERAL INFORMATION

Project Name:

Clover Hill Middle School

Location:

North line of Hull Street Road, and also known as 13900 Hull Street Road. Tax ID 726-673-1225 (Sheet 15).

Existing Zoning:

Residential (R-7)

Size:

49.4 acres

Existing Land Use:

Public high school

Adjacent Zoning and Land Use:

North – R-7; Single family residential or vacant
South – A and C-2; commercial or vacant
East – R-7; Public/semi-public or vacant
West – A, O-2 and C-2; Single family residential, commercial or vacant

UTILITIES

Public Water System:

There is a twenty-four (24) inch water line extending along the north side of Hull Street Road, adjacent to this site. The existing public school site is served by a six (6) inch water line that extends on-site from the twenty-four (24) inch line. The existing public school building is connected to the public water system. Use of public water will be required for any future additions or any new structures built on this site.

Public Wastewater System:

There is an eight (8) inch wastewater collector line that extends along the eastern boundary of this site, adjacent to Watch Hill Subdivision. The existing public school building is connected to the public wastewater system. Use of the public wastewater system will be required for any future additions or any new structures built on this site.

ENVIRONMENTAL

The majority of the property drains west and then via tributaries to a best management practice (BMP) prior to entering Swift Creek Reservoir. The remainder of the property drains north through existing Harbor Pointe into the Reservoir. There are no on-site erosion and sedimentation problems and none are anticipated after development. Any additional impervious area will require payment of a pro-rata fee for regional BMP construction.

PUBLIC FACILITIES

Parks and Recreation:

The Public Facilities Plan identifies the need for four (4) new regional parks. In addition, there is currently a shortage of community park acreage in the County. The Plan identifies a need for 625 acres of regional park space and 116 acres of community park space by 2015. The Plan also identifies the need for neighborhood parks and special purpose parks and makes suggestions for their locations.

The nature of athletic programming at high school sites does not favor partnership with Parks and Recreation for facility development and shared use. However, middle and elementary school sites work very well for shared use, and this development looks to continue this partnership through shared facilities at Clover Hill Middle School.

Fire Service:

The Clover Hill Fire/Rescue Station, Company Number 7, currently provides fire protection and emergency medical service. This request will have a minimal impact on fire and emergency medical service.

Transportation:

The property (49.9 acres) is currently zoned Residential (R-7), and has been developed for a public high school (Clover Hill). The applicant is requesting a Substantial Accord Determination to permit the conversion of the high school to a public middle school. This request will not limit enrollment at the middle school; therefore, it is difficult to anticipate traffic generation. The applicant has indicated that the existing high school accommodates 1,600 students. Based on high school trip rates, development could be generating approximately 2,870 average daily trips. The applicant has indicated that the middle school will accommodate 1,200 students. Based on middle school trip rates, development could generate approximately 1,900 average daily trips. These vehicles will be distributed along Hull Street Road (Route 360) which had a 2001 traffic count of 61,549 vehicles per day.

LAND USE

Comprehensive Plan:

Lies within the boundaries of the Upper Swift Creek Plan which suggests the property is appropriate for single family residential use of 2.0 dwelling units to the acre or less. Public schools and other public uses are suggested to be appropriate in these areas.

The Public Facilities Plan, an element of the Comprehensive Plan, provides guidance regarding anticipated needs for public facilities such as schools to best serve the County's growing population. With the school system's goal in mind to provide the highest quality

education for students throughout the County in the most cost effective manner, the Plan used actual enrollment and capacity numbers from 1990 and 1993 to project enrollment and facility capacities outward for five (5), ten (10), fifteen (15) and twenty (20) years in order to identify where expanded and new facilities may be needed to adequately serve the County. Review of the middle school enrollment projections reveal the projections were underestimated for 2003. Specifically, the Plan projected a middle school enrollment of 12,661 while actual enrollment is 13,333.

In addition to enrollment statistics, the Plan projected facility capacity to assist in determining future facility needs. Review of actual facility capacities reveals that functional school capacities have decreased over the last ten (10) years largely because program changes have required more space per student. It is this capacity issue that is foremost in review of this request. Based on the 1995 projected capacities for middle schools, the Plan suggested there would not be a need for an additional middle school until after 2015 and anticipated available capacity within the Midlothian, Providence, Robious, Bailey Bridge and Swift Creek Middle School Districts to permit redistricting to balance demand rather than suggesting new facility construction. As of 2002, the anticipated capacity does not exist within these districts (Midlothian - 110% capacity, Providence - 102% capacity, Robious - 104% capacity, Bailey Bridge - 94% capacity and Swift Creek - 121% capacity). New facility space is necessary to relieve overcrowding in the area and provide additional capacity. The School Board is proceeding with plans to construct a high school to replace Clover Hill High School and intends to convert the existing Clover Hill High School into a middle school to accommodate this identified need.

The Plan did project a need for a new middle school after 2015 in the western part of the County.

The request meets the locational criteria of the Plan. The Plan provides that middle schools should be located with convenient, if not direct access to a major arterial, that principle access should not be provided through residential neighborhoods nor should they be located within residential neighborhoods, and where they are adjacent to neighborhoods, active recreation and large parking areas should be oriented away from neighborhoods.

Area Development Trends:

Surrounding properties are zoned Agricultural (A), Residential (R-7), Corporate Office (O-2) and Neighborhood Business (C-2) and are occupied by single family residential dwellings within Bayport Landing and Watch Hill Subdivisions, office, commercial and public/semi-public uses (Clover Hill Fire/Rescue Station), or are vacant. It is anticipated that a mixture of residential, office and commercial uses will continue in the area, as suggested by the Plan.

Site Design:

Currently, the request property lies within an Emerging Growth Area. The purpose of the Emerging Growth District Standards is to promote high quality, well-designed projects.

While the property is not bound by the Emerging Growth District Standards, due to the residential zoning, a condition should be imposed requiring any new development of the site to conform to these requirements of the Zoning Ordinance, which address access, parking, landscaping, architectural treatment, setbacks, signs, buffers, utilities and screening of dumpsters and loading areas. (Condition 2)

Architectural Treatment:

With the imposition of Condition 2 as discussed above, any additions or new structures would be subject to Emerging Growth Area Standards. Within Emerging Growth Areas, no building exterior, which would be visible to any agricultural or residential district or any public right of way may consist of architectural materials inferior in quality, appearance or detail to any other exterior of the same building. There is, however, nothing to preclude the use of different materials on different building exteriors, but rather, the use of inferior materials on sides which face adjoining property. No portion of a building constructed of unadorned concrete block or corrugated and/or sheet metal may be visible from any adjoining agricultural or residential district or any public right of way. No building exterior may be constructed of unpainted concrete block or corrugated and/or sheet metal.

Setbacks:

School facilities including outdoor recreational uses exist on the property because of the current use of the site as a high school, however Condition 1 requires a 100 foot setback between any new active outdoor recreational facilities and existing and anticipated residential uses and public rights of way. This setback must be landscaped or otherwise treated to minimize impacts of outdoor sporting events or similar activities on existing or anticipated area residential uses and is similar to setbacks imposed on other recreational facilities in the vicinity of residential areas. This setback could be decreased if the treatment of the reduced setback mitigates the impact of increased noise and light on adjacent properties from sports or related activities. In addition, if the setback is increased beyond 100 feet, the treatment of the setback could be modified to the degree that the increased setback reduces the noise and light impacts.

CONCLUSIONS

The proposed public middle school satisfies the criteria of location, character and extent as specified in the Code of Virginia. Specifically, the request is in compliance with the Public Facilities Plan. While the Plan does not specifically identify the need for additional middle school facilities until 2015, it offers redistricting attendance to balance demand versus capacity within the area of this request. Capacities do not exist to accommodate redistricting within the area, thereby negating it as a viable option to a new facility.

Further, the facility, at the requested location, meets locational criteria for middle schools as suggested by the Plan.

Given these considerations, approval of this request is recommended.

